

Message Text

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C O N F I D E N T I A L SECTION 1 OF 3 USNATO 3249

E.O. 11652: GDS

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SUBJECT: FOLLOW-UP TO THE MAY 1975 DPC MINISTERIAL MEETING

SUMMARY: THIS MESSAGE PROVIDES USNATO VIEWS ON ACTIONS APPROPRIATE FOR FOLLOW-UP TO MAY 1975 DPC MINISTERIAL MEETING. WE BELIEVE US SHOULD PUT PRIMARY EMPHASIS IN COMING MONTHS ON IMPLEMENTATION OF MINISTERIAL GUIDANCE, BOTH IN RELATION TO ITS EFFECT ON NATIONAL FORCE PLANNING AND AS IT RELATED TO IMPROVED AND INTENSIFIED COOPERATIVE PROGRAMS, INCLUDING, IN PARTICULAR, INTERNATIONAL COOPERATION IN ARMAMENT DEVELOPMENT AND PRODUCTION.
END SUMMARY.

1. AT THEIR MAY 1975 MEETING, DEFENSE MINISTERS APPROVED INNOVATIVE MINISTERIAL GUIDANCE (DPC/D(75)4) AS A REFERENCE POINT AND DIRECTIVE FOR ALL DEFENSE PLANNING ACTIVITIES IN NATO. UNLIKE PREVIOUS VERSIONS, THE 1975 GUIDANCE SETS OUT A US-INSPIRED LONG-RANGE DEFENSE CONCEPT, SPECIFIC DEFENSE RESOURCE PLANNING FACTORS AND PRIORITY GUIDELINES FOR FORCE IMPROVEMENTS, AND CLEAR-CUT DIRECTIVES FOR IMPLEMENTING/MONITORING COOPERATIVE AND COMMON PROGRAMS TO INCLUDE GREATER EMPHASIS ON REGIONAL FORCE PLANNING. THIS GUIDANCE WILL BE CONFIDENTIAL

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USEFUL TO USNATO IN ADVANCING US OBJECTIVES IN VIRTUALLY ALL ASPECTS OF WORK AT NATO HEADQUARTERS.

2. FALL REVIEW OF NATIONAL FORCE PLANS. DURING FALL REVIEW OF

ALLIED FORCE PLANS, WE WILL PARTICULARLY ENCOURAGE NATIONAL ACTIONS WHICH IMPROVE FORCES AND SUPPORTING PROGRAMS IN ACCORDANCE WITH GUIDANCE PRIORITIES INCLUDING CONTINUING EMPHASIS ON BASIC ISSUES FORCE IMPROVEMENTS, AS APPROPRIATE.

3. WARNING OR WAR. SECDEF EXPRESSED CONCERN AT MAY DPC MINISTERIAL MEETING THAT PRESENT MINISTERIAL GUIDANCE PARAGRAPHS ON SUBJECT MIGHT BECOME "BASE CASE" FOR NATO PLANNERS. DURING FALL REVIEW OF NATIONAL FORCE PLANS, WE WILL SEEK TO AVOID HAVING ASSUMPTIONS BASED ON ANY SINGLE "BASE CASE" WARNING TIME SCENARIO SHAPE ATTITUDES TOWARD NATIONAL FORCE PLANS. WE WILL TRY INSTEAD TO SEE THAT A RANGE OF SCENARIOS PROVIDES THE BACKGROUND FOR NATIONAL FORCE PLANNING. WE WILL ALSO SEEK TO KEEP THE ON-GOING STUDY ON THIS SUBJECT PROPERLY FOCUSED ON USE OF WARNING TIME, RATHER THAN ON ITS DURATION OR RELATIONSHIP TO NATO ALERT SYSTEM.

4. SPRING DEFENSE REVIEW. AT MAY 75 MEETING, DEFENSE MINISTERS INSTRUCTED DPC PERMREPS TO MONITOR PROGRESS ON IMPLEMENTATION OF MINISTERIAL GUIDANCE AND TO INITIATE STUDIES AND REVIEWS OF AREAS OF NATO DEFENSE WHICH REQUIRE SPECIAL ACTION. DURING FORTHCOMING DISCUSSIONS HERE WE WILL SEEK REPLACEMENT OF THE AD-70 SPRING REPORT BY A FORMAL ANNUAL SPRING REVIEW OF NATO SUPPORTING PROGRAMS (SUPERSTRUCTURE, INFRASTRUCTURE, AND COOPERATION IN ARMAMENTS AND LOGISTICS) TO COMPLEMENT THE ANNUAL FALL REVIEW OF NATIONAL FORCES AND NATIONAL SUPPORT PROGRAMS (STATE 136885).

5. COOPERATIVE DEVELOPMENT AND PRODUCTION ("EUROGROUP INITIATIVE")

A. WHILE THE POINT OF DEPARTURE FOR THIS EXERCISE IS THE LONG-TERM OBJECTIVE OF STANDARDIZING THE ALLIANCE'S MILITARY EQUIPMENT TO BRING ABOUT A HIGHLY SIGNIFICANT STRENGTHENING OF NATO DEFENSE CAPABILITIES ITS POSSIBLE RAMIFICATIONS COULD REACH DEEPLY INTO THE MOST FUNDAMENTAL ECONOMIC AND POLITICAL LINES OF FORCE WITHIN AND BETWEEN THE UNITED STATES AND THE OTHER NATIONS OF NATO.

B. IT IS THUS NOT PROJECT OR PROGRAM THAT THE MISSION
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CAN DRIVE AND CONTROL, EVEN AFTER SOME APPROPRIATE INTERNAL REORGANIZATION. THE POSSIBILITY OF A SPECIAL MEETING IN THE SPRING OF 1976 AT MINISTERIAL LEVEL IS ALREADY BEING BRUIED; HOWEVER, NEITHER THE UNITED STATES GOVERNMENT, NATO HEADQUARTERS, NOR NATO'S EUROPEAN MEMBERS HAVE YET BEGUN SIGNIFICANTLY TO PREPARE FOR HANDLING THE SUBJECT. STILL, A FEW POINTS OR TRENDS HAVE BEGUN TO EMERGE. FIRST, THERE IS A CONSIDERABLE GAP BETWEEN WHAT APPEARS TO BE THE CENTER-OF-GRAVITY OF THE INITIAL US APPROACH AND THE CENTER-OF-GRAVITY OF THE INITIAL EUROPEAN APPROACH TO THE PROBLEM. SECOND, EVEN IF THOSE INITIAL APPROACHES WERE IDENTICAL, AS THEY ARE NOT, GENERATING FORWARD MOVEMENT WOULD PRESENT TOUGH CHALLENGES. THIRD, INTER-OFFICE, INTER-AGENCY, AND INTERNATIONAL AD HOC TASK FORCES SEEM TO BE EMERGING AS THE

PROBLEM-HANDLING VEHICLES IN THE UNITED STATES GOVERNMENT, IN EUROGROUP, AND AT NATO HEADQUARTERS.

C. THE MISSION THEREFORE PLANS TO CONSTITUTE ITS OWN TASK FORCE FOR THE GENERATION OF INITIATIVES, FOR RESIDENT REPRESENTATION OF THE US INTEREST AT NATO HEADQUARTERS, AND FOR SUCH REPRESENTATION ELSEWHERE IN EUROPE AS MAY BECOME ADVISABLE. THIS ARRANGEMENT SHOULD WORK WELL ACROSS THE NEXT FEW MONTHS; AND WE WILL ADAPT, AS NECESSARY, TO STAY ON TOP OF PROGRESS AND DEVELOPMENTS IN THIS AREA.

6. BASIC ISSUES. WE BELIEVE CONTINUED EMPHASIS ON THE SIX BASIC ISSUES FOR IMPROVEMENTS IS CONSISTENT WITH THE US EFFORT TO ESTABLISH PRIORITIES IN DEFENSE PLANNING WHICH ARE SPECIFIC AND FEW. WE WILL THEREFORE CONTINUE TO PRESS FOR STOCK-TAKING AND PROGRESS IN THIS AREA AT ALL APPROPRIATE JUNCTURES.

A. DEFENSE AGAINST ARMOR. WITH THE EXCEPTION OF CANADA, ALL COUNTRIES WITH FORCES IN THE CENTER REGION, PLUS DENMARK, HAVE REPLIED TO THE SPECIAL ANTI-ARMOR QUESTIONNAIRE (USNATO 0069). DRAWING ON THOSE REPLIES, THE INTERNATIONAL STAFF, AT US SUGGESTION, WILL PREPARE A REPORT FOR DPC PERMREPS. THE REPORT WILL CONTAIN A SIMPLE ANALYSIS, BY COUNTRY, WITH A LISTING OF A NUMBER OF ARMOR AND ANTI-ARMOR SYSTEMS BY TYPE AND THE NUMBER OF CORPS SECTORS FOR WHICH THE COUNTRY IS RESPONSIBLE: E.G., US--TWO CORPS SECTORS, UK--ONE CORPS SECTOR. THIS SHOULD PROVIDE DPC PERMREPS WITH A READY MEANS OF COMPARING ANTI-ARMOR CAPABILITIES AMONG NATIONAL FORCES AND POINT UP EXISTING AND PROJECTED IMBALANCES.

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B. WAR RESERVE STOCKS. MISSION WILL CONTINUE TO PRESS FOR

EARLY PUBLICATION OF AND AGREEMENT ON ATRITION AND CONSUMPTION RATES FOR WAR RESERVE STOCKS; PENDING RECEIPT OF STATNDARDS, MISSION PLANS CAREFUL MONITORING OF QUALITY REPEAT QUALITY OF WAR RESERVES LISTED IN ANNUAL REVIEW OF NATIONAL DPQ RESPONSES.

C. ELECTRONIC WARFARE. (SEE PARA7B)

D. DURING THE FALL REVIEW OF COUNTRY FORCE PLANS, WE WILL, AS IN THE PAST ALSO PUT SPECIAL EMPHASIS ON ARICRAFT SHELTERS, MODERN AIR-DELIVERED MUNITIONS, AND MOBILE AIR DEFENSE SYSTEMS.

7. STANDARDIZATION. THE MAY MINISTERIAL CLEARLY GAVE IMPETUS TO THIS TOPIC; THE NUNN AMENDMENT, AND THE POSSIBILITY OF A NUNN-CULVER AMENDMENT, DEMONSTRATE THAT IN THE UNITED STATES AT LEAST,EXECUTIVE INTEREST IN STANDARDIZATION IS BEING ECHOED BY THE LEGISLATURE. THE EUROGOURP INITIATIVE ALREADY DISCUSSED AND RECENT EXAMPLES OF ARMAMEN T STANDARDIZATION (F-16, ROLAND II) ARE ENCOURAGING SIGNS.

A. TACTICAL COMMUNICATIONS SYSTEMS. NEW TACTICAL COMMUNICATIONS
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SYSTEMS WHICH THE ALLIED NATIONS WILL FIELD IN THE 1970S WILL NOT BE INTEROPERABLE. AT LEAST THREE DIFFERENT "FAMILIES" EXISTS, REPRESENTED BY THE US TRI-TAC SYSTEM, THE FRENCH RITA SYSTEM, AND THE GERMAN AUTOKONETZ. NATIONAL FORCES WILL USE THIS EQUIPMENT WELL INT THE 1990S. CONSEQUENTLY, IF THE ALLIED NATIOS FOLLOW THEIR PRESENT COURSE, THEY CANNOT HAVE FULLY INTEROPEABLE TACTICAL COMMUNICATIONS UNTIL THEY REPLACE THESE NEW SYSTEMS--WELL IN THE 1990S. IN THE INTERIM, ONLY CIRCUIT-BY-CIRCUIT INTEROPERATION IS FEASIBLE, USING "BLACK BOXES" AT THE INTERFACES. IMPROVEMENT ON THIS SITUATION REQUIRES BOL D AND DRASTIC ACTION BY THE NATIONS. THEY MUST AGREE-AT CONSIDERABLE COST AND DELAY--TO MODIFY THE DESIGN OF THEIR EQUPMENT TO CONFORM TO A SET OF STANDARD CHARACTERISTICS, WHICH MUST THEMSELVES BE AGREED. NONE OF THE ALLIES IS LIKELY TO AGREE TO SCRAP A GOOD BIT OF ITS NATIONAL EFFORT TO DATE AND START ANEW. HOWEVER, SERIOUS COOPERATIVE STUDY DRIVEN BY HIGH-LEVEL MAN-DATE MAY REVEAL COMPARATIVELY SMALLCHANGES INDESIGN WHICH FACIL-ITATE INTEROPERABILITY AMONG THE SEVERAL NATIONAL SYSTEMS. IF THE US AGREED TO CONSIDER CHANGES TO THE TRI-TAC SYSTEM FOR THIS PURPOSE, WE MIGHT ENTICE SIMILAR CONCESSIONS FYMOUR ALLIES (FRANCE AND GERMANY, IN PARTICULAR).

B. ELLECTRONIC WARFARE. THE MAJOR THRUST OF OUR ACTIVITY IN THE EW FIELD WILLBE TO STRIVE FOR GREATER CAPABLITY AMONG THE ALLIED NATIONS, GREAEER STANDARIDZATION OF EQUIPMENT,AND MORE SHAR-ING OF INFORMAION ON EQUIPMENT AND CAPABILITIES. WE PRESENTED OUR VIEWS IN USNATO 3111, THE REPORTING CABLE ON THE RECENT NATO ELEC-TRONIC WARFARE ADVISORY COMMITTEE (NEWAC) MEETING. WE PROPOSED, INTER ALIA, THAT WE:

1. CONTINUE TO PRESS NEWAC TO FUNCTION AS AN ADVISORY COMMITTEE AND THEREBY GAIN GREATER VISIBILITY FOR THE EW IMPROVE-

MENT PROGRAM AT THE HIGH LEVELS OF NATO.

2. WORK THROUGH NEWAC TO INSURE THAT ALLIED NATIONS PROVIDE NATO WITH THE APPROPRIATE INFORMATION ON EW PLANS, EQUIPMENT, AND CAPABILITIES.

C. AIRBORNE EARLY WARNING. MINISTERS APPROVED PERFINANCED CONTRACT DEFINITION STUDIES ON THE US E-3A (AWACS) SYSTEM AND A STERRING COMMITTEE AND SMALL FULL TIME PROGRAM OFFICE TO MANAGE THE STUDIES WHICH WILL PROVIDE INFORMATION FOR A NATO DECISION ON FUNDING LONG LEAD TIME ITEMS BY DEC 75 AND THE BASIS FOR A NATO DECISION
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ON A FULL PROGRAM GO-AHEAD BY JUNE 76. ADDITIONAL STUDIES BY THE INTERNATIONAL STAFF AND MILITARY AUTHORITIES WILL PROVIDE ESSENTIAL DECISION DATA ON FORCE SIZING AND OPERATIONAL CONCEPTS, SYSTEM EMPLOYMENT ON THE FLANKS, AND SYSTEM COST EFFECTIVENESS IN THE CONTEXT OF THE OVERALL MIX OF AIR DEFENSE WEAPONS SYSTEMS FOR THE NEXT DECADE. THE TIME FRAME FOR THESE EFFORTS IS EXTREMELY SHORT. MISSION WILL SEEK TO SUSTAIN OR INCREASE THE MOMENTUM WHICH CURRENTLY EXISTS WITHIN THE NATO AWACS PROGRAM. IT IS OF IMPORTANCE TO FIND WAYS TO PERSUADE BELGIUM, DENMARK, AND PORTUGAL, WHICH HAVE STATED THEY WILL NOT PARTICIPATE IN A COMMON NATO AWACS PROGRAM, TO RECONSIDER THEIR POSITIONS, AS WELL AS TO BOLSTER THE POSITIONS OF SEVERAL OTHER NATIONS WHO ARE UNDECIDED AND WAVERING WITH REGARD TO A "COMMON" PROGRAM.

8. RATIONALIZATION/SPECIALIZATION. DURING THE NEXT SIX MONTHS, THE THREE PROJECTS UNDER ACTIVE EWG CONSIDERATION (CONSOLIDATION OF TRAINING,

CONSOLIDATION OF COMMUNICATIONS, AND THE WARTIME LOC) SHOULD SHOW A BETTER DELINEATION OF SPECIFIC AREAS WHERE POLITICAL SUPPORT IS REQUIRED. WE INTEND TO REQUEST THAT THE EWG BE FURNISHED INTERIM REPORTS IN THE SEP/OCT TIME FRAME ON THESE THREE PROJECTS, AS WELL AS ON LOGISTICS ITEMS PREVIOUSLY REFERRED TO THE CNAD. BEYOND THESE THREE PROJECTS, THE SCOPE OF FUTURE EWG R/S WORK IS UNCERTAIN. IT SEEMS TO US THAT THE EWG MIGHT GET MORE INTO THE POLICY AND PLANNING BUSINESS IN ORDER TO ESTABLISH REASONABLE R/S OBJECTIVES AND FOSTER DEVELOPMENT OF R/S PROPOSALS, ESPECIALLY FROM THE NMA'S.

A. CONSOLIDATION OF TRAINING. WE EXPECT MORE INFORMATION WILL BE AVAILABLE THIS FALL ON THE TWO PROJECTS FOR WHICH IMMEDIATE REQUIREMENTS EXIST (NAVAL HELICOPTER CONTROL TRAINING AND JOINT JET PILOT TRAINING). WE BELIEVE THE CHAIRMAN OF THE EURO/NATO TRAINING GROUP SHOULD PROVIDE AN UPDATE BRIEFING TO THE EWG ON THESE PROJECTS, AS WELL AS ANY OTHERS SHOWING PROMISE. THE DRAFT TERMS OF REFERENCES FOR THE NATO TRAINING GROUP (MC 238 DRAFT) SHOULD BE COMPLETED BY THIS FALL; HOWEVER, THE TIMING AND NATURE OF THIS DOCUMENT MAY BE COMPLICATED BY THE UK MILREP'S RECENT EXPRESSION TO THE EFFECT THAT THE UK FAVORS THE STATUS QUO AND THE GREATER MC, IMS, AND MNC INVOLVEMENT IN INDIVIDUAL TRAINING IS NOT JUSTIFIED.

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B. CONSOLIDATION OF COMMUNICATIONS. WE BELIEVE THE JOINT COMMUNICATIONS-ELECTRONICS WORKING GROUP SHOULD PROVIDE AN INTERIM STATUS REPORT ON PROGRESS BY NATO AND BY NATIONS ON A BILATERAL BASIS, IDENTIFYING ANY AREAS WHERE POLITICAL SUPPORT BY THE EWG WOULD BE OF VALUE.

C. HOST NATION SUPPORT OF THE WARTIME LOC. THE PBEIST SPECIAL GROUP SHOULD HAVE AVAILABLE BY THIS FALL ENOUGH INFORMATION ON MILITARY AND CIVIL LOC REQUIREMENTS TO PERMIT A PRELIMINARY ASSESSMENT OF PROCEDURES REQUIRED TO ESTABLISH THE LOC. WE BELIEVE AN INTERIM REPORT FROM CHAIRMAN OF THE LOC AD HOC STEERING COMMITTEE (ASYG TUCKER) WOULD BE USEFUL TO EWG IN CONTINUING SUPPORT FOR THIS PROJECT.

D. LOGISTICS. THE EWG HAS REFERRED THE REPORT OF THE LOGISTICS SPECIALIZATION SUB-GROUP TO THE CNAD WITH AN INVITATION TO TAKE ACTION ON SEVERAL RECOMMENDATIONS CONCERNING PRODUCTION LOGISTICS. THE EWG SHOULD NOW REQUEST A STATUS REPORT ON RESULTS ACHIEVED (IF ANY) AND PROBLEMS ENCOUNTERED.

9. FLEXIBILITY. THE MILITARY COMMITTEE IS EXPECTED TO ENDORSE
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SACEUR'S SECOND REPORT ON FLEXIBILITY IN TIME FOR DPC CONSIDERATION IN JULY. IN HIS COVERING LETTER ON THE FLEXIBILITY REPORT, SACEUR ASKED NATIONS NOT TO WAIT FOR THE FINAL REPORT IN DECEMBER TO TAKE

ACTION ON THOSE RECOMMENDATIONS TO IMPROVE FLEXIBILITY THAT HAVE ALREADY BEEN IDENTIFIED AND STRESSED THAT ACTIONS COULD BE INITIATED NOW. THE UNITED STATES SHOULD SUPPORT SACEUR'S REQUEST FOR IMMEDIATE ACTION WHEN THE REPORT IS CONSIDERED IN THE DPC.

10. NUNN AMENDMENT: MANPOWER ASPECTS. WE WILL CONTINUE CONSULTATION WITH ALLIES ON STATIONING ARRANGEMENTS FOR THE 1976 BRIDAGE. THE US HAS ASKED FOR THE CONSIDERED VIEWS OF THE DPC, MC, AND SACEUR ON US TENTATIVE PROPOSALS FOR LOCATING THE BRIGADE, AND WE WILL KEEP WASHINGTON INFORMED OF THESE DEVELOPMENTS AS THEY PROGRESS. WE WILL CONTINUE TO USE THE STRENGTHENING OF US COMBAT CAPABILITY IN EUROPE AS A POSITIVE DEMONSTRATION OF OUR FIRM COMMITMENT TO NATO AND, AS APPROPRIATE, HOLD IT UP AS AN EXAMPLE FOR OTHERS.

1. INFRASTRUCTURE. ACCEPTANCE BY MINISTERS OF THE US FORMULA FOR COVERING THE TURKISH SHORTFALL IN SLICES XXVI-XXX LEAVES APPROVAL OF THE US SPECIAL PROGRAM AS THE ONLY REMAINING STEP TO BE TAKEN FOR FINAL AGREEMENT ON THE 5-YEAR COST-SHARING. THE REPORT OF THE WORKING GROUP WITH THE RECOMMENDED PROJECTS WILL BE BEFORE THE INFRASTRUCTURE COMMITTEE WITHIN TWO WEEKS. WE INTEND TO PRESS FOR QUICK ACCEPTANCE OF WG RECOMMENDATIONS AND A BRIEF REPORT TO THE DPC SIMPLY INDICATING THAT THE MINISTERIAL DIRECTIVE HAS BEEN CARRIED OUT

.
IN THE MEANTIME, THE MILITARY COMMITTEE IS REVIEWING RESULTS OF THE MNC OVERHAUL OF THE 1975-79 PROGRAM AND DELEGATIONS SHOULD HAVE FINAL MILITARY PROPOSALS BY MID-SEPTEMBER. WE HAVE SOME REASON TO BELIEVE MNC'S PLAN SHARPLY REDUCED PROGRAMMING OF CATEGORIES OF MAJOR INTEREST
TO US, PARTICULARLY AIRCRAFT SHELTERS AND IMPROVEMENTS TO SECURITY OF SAS-SAM SITES, THUS DEFERRING SOME NATO EXPENDITURES OR RECOUPMENTS OF US EXPENDITURE IN THESE CATEGORIES TO 1980-84 TIME FRAME. WE HOPE TO BE ABLE TO REPORT MORE FULLY BY MID-JULY.
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